

# **STATE OF UTAH: STRATEGIC BOATING PLAN**



**APRIL 2000**

**Utah Division of Parks and Recreation  
Department of Natural Resources  
State of Utah  
1594 West North Temple, Suite 116  
Salt Lake City, Utah 84114  
(801) 538-7220**





STATE OF UTAH  
NATURAL RESOURCES  
Division of Parks & Recreation

# State of Utah: Strategic Boating Plan

Division of Parks and Recreation  
Boating Program



April 2000

Developed by:  
Boating Strategic Planning  
Ad Hoc Committee

Prepared by:  
Utah State Parks and Recreation

---

---



## **Utah Division of Parks and Recreation**

Courtland Nelson, Director

## **Utah Board of Parks and Recreation**

Jeff Packer, Chair

Jack DeMann

Lucille Tuttle

Scott Truman

Bruce King

Beverlee Murray

Heather Campbell

Bill Hedden

Norman L. Nielsen

## **Boating Advisory Council**

Roger K. Meyer - Chair

Joe Linza - Vice-Chair

Steve Ingram

Carl Robertson

Donna Luers

Jeff Brown

## **Boating Program Coordinator**

Ted Woolley

## **Boating Strategic Planning Ad Hoc Committee**

Ted Woolley - Committee Leader

Roland Bringham

Lou Carroll

Emily Daniels

Richard Driesbeke

Dave Harris

Donna Luers

Tony White

## **Division of Parks and Recreation Staff**

Mary Tullius, Facilitator

Rosalind Bahr, Facilitator

JoLynn Campbell, Executive Secretary



## Preface

Boating in Utah has followed a pattern of rising participation over the years. This rising participation has increased the demand on Utah's limited waters. In 1959 when the State Boating Act was passed, there were 8,164 registered motorboats. By 1998, the number of registered watercraft (motorboats, including personal watercraft, and sailboats) had increased to 76,346, an increase of about 835 percent. As demand for boating opportunities has increased throughout the years, many issues have created concern. These include, but are not limited to, safety, education, law enforcement, facility needs and development, resource impacts, funding, and spending.

Planning to address these and other issues is required for the provision of safe, lawful, and environmentally acceptable boating experiences on Utah's waterways. Planning is also needed to provide direction for the Division of Parks and Recreation as the primary boating authority in the state of Utah. This direction will assist in improving coordination and cooperation among the many agencies involved in boating throughout the state. Overall, the desired effect of the planning effort is to ensure the opportunities, experiences, and safety desired by the boating public are available now and into the future.

This Strategic Plan is required under recommendations made in *Frontiers 2000: A System Plan to Guide Utah State Parks and Recreation into the 21<sup>st</sup> Century*. The recommendation states a need to establish a plan for managing Utah's waters for quality recreation experiences. The planning process identified components of managing for a quality recreation experience and developed recommendations and strategies for addressing those components.

A Boating Strategic Planning Ad Hoc Committee, consisting of individuals representing various boating agencies, organizations, and user groups, was formed to develop a vision for boating in Utah, identify issues, and provide managerial and directional recommendations.

The vision of the Utah State Parks and Recreation Boating Program is a dynamic customer-driven service recognized as the state's boating authority by ensuring:

- C quality boating facilities,
- C improved educational opportunities,
- C enforcement uniformity,
- C proper equipment and training for boating law enforcement officers,
- C productive partnerships,

and researching and making recommendations for:

- C boating opportunities,
- C operator licensing,
- C capacity limits, and
- C appropriate and effective boat operation laws and rules.

Committee recommendations were reached by consensus and included input from committee members, the groups they represent, the general boating public, and other interested people and parties. These recommendations will guide the Boating Program in fulfilling its stewardship of boating in Utah over the next several years.

Recommendations contained within this plan will be implemented under the direction of Utah State Parks and Recreation. Implementation will occur through a team that will be established to prioritize the issues, determine the necessary steps for implementing the recommendations, and take the actions that will implement the recommendations. This plan is intended to be a useful, workable document that will guide management of boating in Utah through the early years of the 21<sup>st</sup> century.



# Table of Contents

	Page
PREFACE .....	i
EXECUTIVE SUMMARY .....	1
THE UTAH STATE PARKS AND RECREATION BOATING PROGRAM .....	5
History of the Boating Program .....	5
Role of the Boating Program .....	9
STRATEGIC PLAN PURPOSE AND PROCESS .....	11
Purpose of the Plan .....	11
The Planning Process .....	12
MISSION AND VISION .....	15
Mission Statement .....	15
Vision Statement .....	15
ISSUES AND RECOMMENDATIONS .....	17
Public Safety and Education .....	19
Boating Facilities .....	24
Management Alternatives and Boating Capacity Limits .....	26
Agency Cooperation .....	31
Legislative Issues .....	32
Use of Personal Watercraft .....	34
Funding .....	35
Environmental Impacts .....	36
Economic Impacts .....	37
Appropriate Spending of Boating Funds .....	38
CONCLUSION .....	43
REFERENCES .....	45
APPENDIX A: Subcommittee on Carrying Capacity- Summary and Recommendation Sheet ..	47



This page intentionally left blank.

## Executive Summary

In December 1998, representatives from the Utah Division of Parks and Recreation, including the Boating Program, met to initiate a strategic planning effort for boating in Utah. The planning process was based on public input and involvement. The Boating Strategic Planning Ad Hoc Committee—a citizen-based committee representing various agencies, organizations, and user groups—was at the core of the process. The recommendations contained in this document represent over one year of work by the committee as well as direct public input through a variety of methods.

The plan provides recommendations founded on nine primary vision elements that will guide the direction and management of the Utah State Parks and Recreation Boating Program and of boating in Utah. These elements focus on ensuring:

- C quality boating facilities,
  - C improved educational opportunities,
  - C enforcement uniformity,
  - C proper equipment and training for boating law enforcement officers,
  - C productive partnerships,
- and researching and making recommendations for:
- C boating opportunities,
  - C operator licensing,
  - C capacity limits, and
  - C appropriate and effective boat operation laws and rules.

These elements are geared toward providing enjoyable, safe, lawful, and environmentally acceptable boating experiences on Utah's waterways now and into the future. They are also focused on providing for multiple uses on the waterways. Achievement of these vision elements will require the continued support of boaters, all agencies and entities involved with boating in the state, and the legislature.

The Ad Hoc Committee issued several specific recommendations in support of the vision elements. Ten issue areas form the basis of the committee's recommendations. Each issue area with its accompanying recommendations is outlined below.

### **C Public Safety and Education**

- < Develop a program that licenses operators of motorized watercraft through a proctored test.
- < Educate boaters on basic boating knowledge through the provision of uniform and consistent information statewide, increased information dispersal through a variety of methods, and new educational programs.
- < Provide consistent enforcement of State Boating Laws and Rules.
- < Provide uniform training and equipment for boating law enforcement personnel throughout the state.
- < Increase the presence of boating law enforcement personnel on the water and near the ramps.
- < Increase understanding of boating laws and rules among local judges, county attorneys, and their staffs.
- < Develop partnerships and improve communication and cooperation with organizations that are producing and/or disseminating information related to boating.
- < Utilize the increased personnel and opportunities available through partnerships for providing programs and presentations to interested groups.
- < Increase public awareness about boating opportunities, safety, governing laws and rules, and minimizing impact.

### **C Boating Facilities**

- < Complete an inventory and evaluation of existing facilities, which addresses the facilities, their location, the design specifications, the condition of the facilities, and current and future site needs.
- < Determine facility and renovation needs based on the inventory and evaluation.
- < Develop and implement consistent facility standards for maintenance, renovation, and construction of facilities.
- < Implement facility purchase, renovation, and development as funding allows.

**C Management Alternatives and Boating Capacity Limits**

- < Determine the existing situation, needs, and determining factors.
- < Consider and implement diverse alternatives for addressing the existing situation.
- < When no other alternatives have been successful, consider the use of a capacity limit.
- < If a limit is deemed appropriate and feasible to implement, determine the appropriate limit, implement the limit, inform the public of the decision and the rationale, and evaluate the effectiveness of the limit regularly.

**C Agency Cooperation**

- < As the state boating authority, the Utah State Parks and Recreation Boating Program will take the lead in improving interagency communication, cooperation, and uniformity of information and governing laws and rules.

**C Legislative Issues**

- < Improve relations with the legislature through increased Division of Parks and Recreation involvement in boating legislation and increased opportunities for legislator visits to boating sites.
- < Gain legislative support for key boating issues.

**C Use of Personal Watercraft**

- < Increase educational requirements for personal watercraft users.
- < Increase educational opportunities available to personal watercraft users.

**C Funding**

- < Seek an increase, through the Tax Commission, in the current gas tax credit allotted to the boating account per motorboat.
- < Maximize funding through non-traditional sources.
- < Seek legislative support and funding through the methods discussed in the section on legislative issues.

**C Environmental Impacts**

- < Decrease environmental impacts through facility development.
- < Increase education and awareness about environmental impacts and protection strategies.

## **C Economic Impacts**

- < Gather and analyze information regarding the economic impact of boating at both the state and local levels.
- < Utilize the information generated through the first recommendation to gain support and funding, develop additional boating facilities and opportunities, and promote the benefits of the park to the local communities and businesses.

## **C Appropriate Spending of Boating Funds**

- < Improve accountability of spending through implementation of the recommendations made by the Restricted Funds Accountability and Budget Team in 1996.
- < Follow the itemized analysis generated by the Ad Hoc Committee that states appropriate and inappropriate expenditures of boating funds in relation to facilities.
- < Exceptions to the appropriate guidelines discussed in recommendations one and two require written documentation and approval by the Boating Program Coordinator based on the justifications and explanations provided in the documentation.

Implementation of some of these recommendations is dependent upon acquiring additional funding, authority, and legislative support. The Boating Program may require an additional full-time employee in order to implement some of the recommendations in a timely manner.

Implementation will occur through the establishment and efforts of an Implementation Team. The team will be responsible for prioritization of the issues and recommendations, determination of the steps necessary for implementing the recommendations, and initiation of the actions that will lead to the implementation of the recommendations. Individuals and groups within the team will be responsible for seeing various recommendations within the plan through all stages of implementation and to completion by the team established deadline.

The success of the plan is dependent upon the continued support of those involved in its development—boaters, the general public, and agencies and other entities involved with boating in the state—along with the legislature. Efforts must be made to provide an enjoyable, safe, lawful, and environmentally acceptable boating experience for boaters throughout the state. The recommendations contained within this plan are based on an open and collaborative process. It

is imperative that this collaborative spirit continue as components of the plan are implemented.



# The Utah State Parks and Recreation Boating Program

## History of the Boating Program

In 1958, the Federal Boating Act was passed in Congress. This Act enabled the United States Coast Guard to develop and administer a uniform numbering system for all of the states and allowed for a single statewide registration system. Statewide registration replaced multiple, local registrations.

The Utah Legislature passed the Utah Boating Act on March 12, 1959. This Act established the focus of the state as “promoting safety for persons and property in and connected with the use, operation and equipment of vessels and to promote uniformity of laws and to adopt and pursue an educational program in relation thereto.” An appropriation of \$30,000 was made to administer this act. This original act required motorboats to be numbered and registered, life jackets to be worn by each person on board a boat, boat liveries to keep records and provide renters with required safety equipment, mufflers on motorboats, and it created a special boating account for depositing fees, fines, and donations.

The State Park and Recreation Commission (Division of Parks and Recreation) was named as the organization responsible for administration and enforcement of the State Boating Act. At the same time, a five member Boating Advisory Council was established. The council membership was revised throughout the years to meet the needs of changing user groups. The Boating Advisory Council passed a regulation establishing a \$5 registration fee and the nations first “speed and proximity” requirement for boats in its first meeting.

In July 1959, the Coast Guard approved Utah’s numbering system and the Division took over numbering and registering motorboats in Utah.

Funds for boating, in addition to the registration fee, became available in 1961 through House Bill 62. This bill established a formula (average consumption of 100 gallons per boat multiplied by \$.06 per gallon gas tax) for calculating the amount to be transferred from the gas tax fund to the boating account per registered boat. House Bill 4, passed that same year, added three members to the Boating Advisory Council and changed the law so that life preservers did not have to be worn at all times (just carried on board the watercraft). It also provided primary authority to deputy state park rangers for enforcing the Utah Boating Act. All peace officers have the authority to stop and board any vessel, but not to issue citations unless the infraction was made on the water. Later that same year, a regulation was passed by the Boating Advisory Council requiring children 12 and under to wear a properly-fitted life jacket whenever the boat is in operation.

The Litter and Pollution Control Act, originally the Litter and Pollution Control of Waterways and Beaches Act, was passed in 1967. In the same year, House Bill 46 was passed allowing the Tax Commission to determine the average number of gallons of gas consumed by a motorboat annually for use in the formula for the motor fuel tax transfer to the boating account.

The legislature abolished the Boating Advisory Council in 1969 and within the year, the governor reorganized the council by executive order. The groups represented within the Council changed with time and with this reorganization.

In 1971, the legislature passed Senate Bill 181 which required the registration of sailboats. In the same year, passage of House Bill 311 required boats with federal documentation to display Utah registration, made boat owner/operator accident reports confidential, provided authority to the Utah Board of Parks and Recreation to make accident reporting consistent with Coast Guard requirements, and adopted provisions of the motor vehicle code relating to “operating under the influence.”

The Boating Advisory Council and the Utah Board of Parks and Recreation exempted “small, unconventional motorcraft” (personal watercraft) from bail buckets, carriage of a paddle, and rules against riding on exterior surfaces in 1977. This action also required personal flotation devices to be worn by all operators and riders on personal watercraft.

In 1983, Senate Bill 66 (Titling of Vessels and Outboard Motors) was passed requiring the provision of a title for vessels and outboard motors manufactured after 1984.

The annual registration responsibilities of motorboats and sailboats was transferred from the Division of Parks and Recreation to the Division of Motor Vehicles in 1984.

House Bill 259 was passed by the legislature in 1986. It updated and made housekeeping changes to the State Boating Act and the Boating Litter and Pollution Control Act. Additional definitions were provided, including wakeless speed, dealer, operator, and boat livery.

An exemption from registration requirements was made for sailboards in 1986. The exemption was made by the Boating Advisory Council and the Utah Board of Parks and Recreation. At the same time, a requirement for wearing personal floatation devices while operating sailboards was established.

In 1986, the State Tax Commissioners increased the amount of gas tax credited to the boating account from 140 gallons to 155 gallons per registered motorboat. This was based on average consumption. At this time the state gas tax was \$.14 per gallon.

Unanimous passage of House Bill 177 provided a comprehensive law prohibiting the operation of a watercraft while under the influence of alcohol or drugs.

In 1987, the Utah Board of Parks and Recreation's authority for establishing boating rules was limited through legislative action, and the Boating Advisory Council and Utah Board of Parks and Recreation approved a complete revision of all of the boating rules to coincide with that legislation.

Adoption of the National Association of Safe Boating Law Administrators Model Act for Motorboat Noise occurred in 1991 under the jurisdiction of the Boating Advisory Council and the Utah Board of Parks and Recreation. Sound level meters were purchased and a noise enforcement training program was developed for enforcement personnel.



Senate Bill 210, passed in 1995, established the Personal Watercraft Education Program. This bill required personal watercraft operators ages 12 to 15 to complete the education program in order to operate a personal watercraft without an adult on board. In the same year, House Bill 86 exempted sailboards from personal floatation device carriage requirements.

A joint meeting between the Boating Advisory Council and the Division of Wildlife Resources Wildlife Habitat Advisory Council in 1995 prioritized motorboat facility projects to receive federal Wallop/Breaux Motorboat Access funds. State boating funds provide a 25 percent match for these projects.

In 1996, the passage of Senate Bill 131 added 16 and 17 year old individuals to those required to participate in personal watercraft education.

Passage of Senate Bill 52 in 1997 made Utah the first state in the nation to require insurance for boats. This bill only addresses personal watercraft and requires a minimum of \$25,000/\$50,000 bodily injury/death and \$15,000 property damage or a \$65,000 combined minimum per accident.

In 1998, Senate Bill 200 made it illegal to give permission to a person between the ages of 12 and 17 years, to operate a personal watercraft without a personal watercraft education certificate. It also made it illegal to operate a personal watercraft between sunset and sunrise.

In December 1998, a Boating Strategic Plan Ad Hoc Committee was chartered to prepare a Strategic Boating Plan.

## **Role of the Boating Program**

The Utah Division of Parks and Recreation is the agency authorized by the Utah Legislature to regulate and promote safety on Utah waterways, regulate and promote uniformity of laws, and to develop and administer an educational program. The Boating Program is the section within Parks and Recreation given this stewardship. This stewardship was established according to UCA 73-18-1, which states that the responsibility of the Boating Program is:

To regulate and promote safety for persons and property in and connected with the use, operation and equipment of vessels and to promote uniformity of laws and to adopt and pursue an educational program in relation thereto.

The mission statement, developed by the Ad Hoc Committee to guide the Boating Program, states that the role of the Boating Program is:

To sustain and enhance the quality of boating by providing the facilities, education, enforcement and the coordinated and balanced stewardship necessary to ensure enjoyable, safe, lawful and environmentally acceptable boating experiences on Utah's waterways, now and into the future.

In order to achieve the objectives and responsibilities set forth by the legislature and the Ad Hoc Committee, the Boating Program will:

- C Enhance recreational boating experiences in Utah through the effective promotion and distribution of safety and education programs, to include a marine dealer and boat livery registration system, and a mandatory boating education and licensing program.
- C Provide a high level of public safety on Utah's waterways through uniform and consistent enforcement of Utah's Boating Laws and Rules, through the effective use of modern boats and equipment, through competent training of the Division's boating enforcement officers, and by making officer training available statewide and to all agencies.
- C Provide and ensure quality boating facilities throughout Utah with regards to sound natural resource management practices and visitor needs.

- C Be seen as the primary boating authority on all of Utah's waterways through teamwork and communication with Utah's Legislature and through enhanced and productive partnerships with federal, state, county, and local agencies.
- C Improve communication and coordination between agencies.

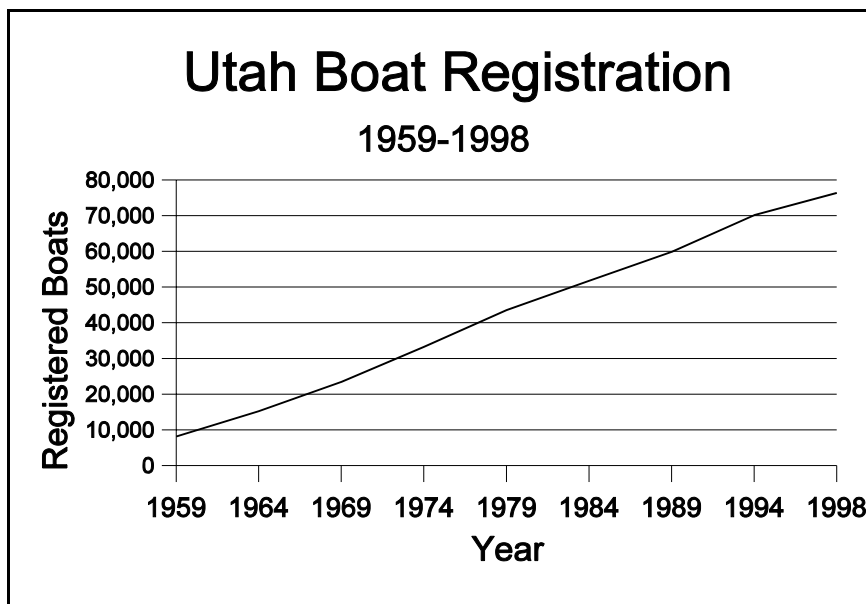
One of the most integral factors in achieving the desired aspects of the legislative code and the mission statement as discussed above, is interagency collaboration and cooperation. The Boating Program is committed to improving collaborative efforts throughout the state in order to provide the most enjoyable, safe, lawful and environmentally acceptable boating experiences now and into the future.

## Strategic Plan Purpose and Process

### Purpose of the Plan

This strategic plan is intended to guide the Utah Division of Parks and Recreation Boating Program in its stewardship as the boating authority for the state of Utah. Planning for boating throughout the state is essential given the steady increases in boat (including personal watercraft) ownership and use.

In 1959, there were 8,164 motorboats registered in Utah. By 1998, the number of registered boats had climbed to 76,346 - an increase of about 835 percent from the 1959 levels.



This increase has followed a linear trend that is likely to continue in the near future. At the same time, the usable surface acreage of water for boating has not increased dramatically and is not likely to increase significantly in the near future. This creates an increasing number of boats and boaters at a limited number of boating areas.

Due to increasing boat ownership, use, and conflict at boating areas, a need was identified to plan for the future of boating in Utah. The plan was designed to incorporate and preserve multiple uses on Utah's waterways. Several issues brought this need for planning to the



forefront, including the increasing number of boaters, the development of new water-based recreational activities (such as personal watercraft), deteriorating and insufficient facilities, a need for increased educational requirements, and many others. Committee members aggregated over 30 major issues into ten distinct categories dealing with: public safety and education, boating facilities, management alternatives and boating capacity limits, agency cooperation, legislative issues, the use of personal watercraft, funding, environmental impacts, economic impacts, and appropriate spending of boating funds. This plan addresses each of these issues by discussing needs, making recommendations, and providing strategies for accomplishing the overall categorical goals. Each of these categorical goals is one component of this plan designed to provide for boating in the state.

With many agencies and entities providing boating opportunities throughout the state, there is a need to have unified direction and collaboration. The role of the Utah Parks and Recreation Boating Program as the boating authority in the state creates a responsibility to take a proactive leadership role in addressing current and future issues, and establishing a framework that allows all agencies involved with boating to work collaboratively and more efficiently to provide a quality boating experience now and into the future.

## **The Planning Process**

Planning for a far-reaching and intricate collaborative effort, such as boating in Utah, is required for the efficient and successful provision of an enjoyable, safe, lawful and environmentally acceptable boating experience now and into the future. As the state boating authority, the Boating Program has a stewardship and responsibility to boaters and other agencies involved with boating in Utah. This responsibility is to take the lead in providing direction, improving collaborative efforts, and providing unified enforcement and information dissemination.

To assist the Boating Program in fulfilling its responsibilities, this plan was developed through the Boating Strategic Planning Ad Hoc Committee—a citizen-based committee representing various agencies, organizations, and user groups.

Each individual on the committee represented and received input from one or more stakeholder groups throughout the process. The committee member and the group(s) they represented are listed below:

<b>Committee Member</b>	<b>Stakeholder Group(s) Represented</b>
Ted Woolley - Committee Leader	Marine Dealers Statewide Boating
Roland Bringhurst	State Boating Parks State Park Concessionaires
Lou Carroll	Coast Guard Auxilliary
Emily Daniels	Member at Large Tread Lightly
Richard Driesbeke	Boating Education Liveries/Rentals
Dave Harris	Non-State Park Boating Areas (NPS, USFS, BLM, CG, etc.)  Non-State Park Concessionaires
Donna Luers	Boating Advisory Council
Tony White	Division/Region Law Enforcement  Region Managers  Rivers

This committee and the groups they represented provided diverse viewpoints and input, and allowed for the development of a plan grounded in public input. The committee was responsible for developing a vision for boating in Utah and determining critical issues facing boating now and in the near future. The vision was used as a framework for determining critical issues and developing recommendations and strategies for addressing these critical issues. This process included many phases of discussion and revision to achieve consensus. All recommendations contained in this plan represent the consensus of the Boating Strategic Planning Ad Hoc

Committee.

Other methods of obtaining public input were also utilized to gain a realistic picture of conflicts, issues, needs, and desires of boaters and other interested people or parties throughout the state.

Two surveys were conducted to obtain the viewpoints of boaters and increase the understanding of their perceptions and needs. Information regarding the plan and process was also distributed through a variety of methods for public comment. Throughout the process, one of the premier goals was to develop a plan that provided direction for boating on the basis of public input and consensus. Through achievement of this goal, this plan provides direction for the efficient and successful provision of an enjoyable, safe, lawful and environmentally acceptable boating experience now and into the future.

# Mission and Vision

## Mission Statement

To sustain and enhance the quality of boating by providing the facilities, education, enforcement and the coordinated and balanced stewardship necessary to ensure enjoyable, safe, lawful and environmentally acceptable boating experiences on Utah's waterways, now and into the future.

## About the Mission Statement

Committee members developed the mission statement on the premise that maintaining quality boating experiences on Utah's waterways now and into the future was essential. The components of facility development, education, enforcement, and a coordinated balanced stewardship were

considered key elements in achieving the enjoyable, safe, lawful, and environmentally acceptable boating experience that is desired among boaters.

## About the Vision Statement

A vision statement is similar to a compass. It charts a destination, guides the committee through the process, and provides a tool to determine if the recommendations follow the charted course and reach the desired destination. Utilizing basic principles in the mission statement, the committee developed a vision statement to guide development of the plan's recommendations and implementation of these recommendations under the guidance of the Utah State Parks and Recreation. The vision statement provides the foundation for recommendations that balance the needs of boaters today and into the future, along with the need for protection of each site's resources.

## Vision Statement

The vision of the Utah State Parks and Recreation Boating Program is a dynamic customer-driven service recognized as the state's boating authority by ensuring:

- C quality boating facilities,
- C improved education opportunities,
- C enforcement uniformity,
- C proper equipment and training for boating law enforcement officers, and
- C productive partnerships, and researching and making recommendations for:
  - C boating opportunities,
  - C operator licensing,
  - C capacity limits, and
  - C appropriate and effective boat operation laws and rules.

This page intentionally left blank.

## Issues and Recommendations

A number of issues ranging from public safety and education to economic impacts were identified and addressed in this plan. Each of these issues was identified by various sources including the Ad Hoc Committee and the public at large. Committee members and the general public identified approximately 30 issues, which were aggregated into ten distinct categories. A specific description or statement summarizing each issue or problem was constructed to clearly identify and articulate desired results in addressing the issue.

Committee members and division staff identified some limiting factors that were considered during the process of defining issues, recommendations, and strategies. Those constraints were referenced throughout the process to keep all recommendations and implementation strategies feasible.

From the issues, and with the above mentioned constraints in mind, the Ad Hoc Committee developed specific recommendations. The committee's recommendations were arrived at by consensus of opinion. Committee members focused on ensuring that recommendations were consistent with the mission and vision of both the Strategic Plan and the Boating Program.

Throughout the process of determining issues and recommendations, overlap occurred. This document attempts to minimize repetition and overlap, but it should be noted that several themes ran throughout many of the categories. Education is a valuable tool for addressing many issues and should be utilized whenever possible. Agency cooperation is also a critical issue that will consolidate resources, improve the efficiency of use for both time and resources, create a solid, united front for boating throughout the state, unify laws and rules, and disperse uniform and quality information to the public. A need for increased law enforcement presence, and funding to make that presence possible, was another common thread throughout several issues. By increasing law enforcement presence, other issues may be resolved and negative components decreased. Legislative support is the final component that affects several issue categories. Many of the specific recommendations cannot be implemented without legislative approval. Therefore, addressing legislative concerns and improving relations with the legislature is critical to the

implementation of this plan. These common threads should be considered priorities as they will enable the implementation of many of the recommendations and strategies within each issue category.

The ten issue areas that form the basis of the committee's recommendations include: public safety and education, boating facilities, management alternatives and boating capacity limits, agency cooperation, legislative issues, use of personal watercraft, funding, environmental impacts, economic impacts, and appropriate spending of boating funds. A discussion of each issue area and the committee's recommendations within each area follows. The format for each includes the issue area, a goal statement for the area, a brief description of the current situation or need, the committee's recommendations, and strategies for implementing the recommendations.

## Public Safety and Education

*To increase public awareness through education, enforcement, partnerships, and advertising.*

### ***C Issue: Education***

Education of personal watercraft users on basic boating knowledge has proven successful in reducing accidents and user conflicts. Through the expanded and continued use of various education efforts, conflicts and safety concerns on the waterways can be reduced.

### **Issue Area: Public Safety and Education**

Key Issues:

- Education of users
- Enforcement of boating laws and rules
- Partnerships with a variety of agencies and organizations
- Advertising boating opportunities, governing laws and rules, safety, and minimum impact techniques.

### **< Recommendations**

Committee members recommended that while current education efforts are successful and should be continued, the number, type, and availability of educational opportunities needs to be expanded.

#### **1. Develop a program that licenses operators of motorized watercraft through a proctored test.**

C Because mandatory licensing requires approval by the legislature, the following desired components of licensing must have legislative approval.

- < Provide a variety of options for obtaining boating safety knowledge for motorboat operators prior to taking the proctored written test including Coast Guard and Power Squadrons classes, a home study course, or an internet course.
- < Administer a proctored test at Division of Driver's License facilities.
- < Endorse current motor vehicle driver's license for motorboat operation following successful completion of the proctored written test.
- < Phase in the motorboat operators license requirement over five to ten years. For example, individuals ages 16 - 25 during year one, ages 26 - 35 during year two, etc.
- < Develop costs to cover expenses only and to maintain revenue neutrality.

C Because mandatory licensing requires approval by the legislature, this strategy is also



addressed in the section on legislative issues.

**2. Educate boaters on basic boating knowledge through the provision of uniform and consistent information statewide, increased information dispersal through a variety of methods, and new educational programs.**

- C Increase the number of field contacts made by various personnel and use these contacts to encourage boaters to have their boat(s) inspected for proper equipment and to provide basic boating information.
- C Develop uniformity and consistency of information distributed and displayed at launch ramp kiosks throughout the state.
- C Continue to participate at boat and other applicable shows as an information source on basic boating knowledge.
- C Mandate the display of decals that list basic boating laws and rules on all personal watercraft.
- C Develop a boating alcohol and drug information program similar to “DARE”.
- C Develop a volunteer program for personal watercraft users in which individuals interested in furthering their sport may be trained through the Boating Program and act as peer influences on other personal watercraft users to increase awareness and education of boating laws and rules.
  - < Interactions with other personal watercraft users would utilize non-confrontational methods and would occur in a non-law enforcement capacity.

***C Issue: Enforcement***

Currently, a shortage of personnel makes adequate enforcement difficult. Inconsistent enforcement is also an issue and typically occurs because of a lack of participation in available training by law enforcement personnel. Improving both the consistency and amount of enforcement is another area that would decrease conflict and safety concerns on Utah’s waterways.

***< Recommendations***

In order to meet the needs of an ever increasing population of watercraft users, the frequency and consistency of enforcement opportunities needs to be increased.

**1. Provide consistent enforcement of State Boating Laws and Rules to avoid confusion among watercraft users.**

- C Develop consistent guidelines for enforcement of boating laws and rules throughout the state that do not compromise officer discretion, but do avoid major differences between sites and therefore avoid user confusion.

**2. Provide uniform training and equipment for boating law enforcement personnel throughout the state.**

- C Evaluate current training program effectiveness and seek new ideas that will complement or improve current methods.
- C Require all boating law enforcement personnel to periodically participate in standardized refresher courses.

**3. Increase the presence of boating law enforcement personnel on the water and near ramps.**

- C Utilize existing personnel to maximize patrol time on the water and time at the ramps.
- C Increase the number of boating law enforcement personnel throughout the state to meet the needs created by increasing numbers of watercraft users.
- C Expand the number of safety patrols to less used areas on waterways throughout the state without removing personnel from high use areas.
- C Increase involvement of boating law enforcement officers in search and rescue.
- C Provide adequate levels of funding for staffing and equipment.

**4. Increase understanding of boating laws and rules among local judges, county attorneys, and their staff.**

- C Provide opportunities for local judges, county attorneys, and their staff to participate in site visits and to ride along on patrols.
- C Keep these same individuals updated on any changes to the boating laws and rules.

### ***C Issue: Partnerships***

Many agencies and organizations throughout the state influence boating and boaters. A need exists to coordinate efforts and information to provide consistent information to boaters statewide.

### ***< Recommendations***

Committee members recommended increasing partnerships and improving communication among boating agencies and organizations throughout the state for the production and dissemination of consistent boating information.

#### **1. Develop partnerships and improve communication and cooperation with organizations that are producing and/or disseminating information related to boating.**

- C Coordinate the production of information by all partners to achieve accuracy and uniformity.
- C Continue to develop partnerships with the United States Coast Guard Auxiliary and United States Power Squadrons.
- C Educate liveries (rental companies) regarding existing educational and equipment requirements for renters of all watercraft and their responsibilities to the renters.
  - < Enforce education and equipment information dispersal requirements through inspection of livery records.
- C Seek input from local related businesses, organizations, and agencies that could partner and distribute information.
- C Establish safe boating committees on the local level to assist in disseminating information to boaters in their area.

#### **2. Utilize the increased personnel and opportunities available through partnerships for providing programs and presentations to interested groups.**

- C Offer formal classes and/or programs for interested groups throughout the state.
- C Develop and offer exciting safe boating programs for schools.

### ***C Issue: Advertising***

Advertising and marketing can play a crucial role in increasing public awareness about boating opportunities, safety, governing laws and rules, and techniques for minimizing impact. By increasing boater knowledge of available opportunities, use can be dispersed and conflict can be decreased. A boater knowledgeable in boating laws and rules is one that typically creates less conflicts with other users and safety concerns in general. Individuals informed about minimum impact techniques can minimize negative impacts while still having a positive recreational experience.

### ***< Recommendations***

Recognizing the potential of advertising to increase public awareness and decrease conflicts and safety concerns on Utah's waterways, the committee recommended:

#### **1. Increase public awareness about boating opportunities, safety, governing laws and rules, and minimizing impact.**

- C Develop and print a boating area facility guide to improve user understanding of available facilities, opportunities and experiences. Include the following:
  - < Statewide coverage (requires interagency participation)
  - < Facility and amenity inventories
  - < The ability to focus on a geographical or local region
  - < Orientation to the type of expected experience and/or available activities
- C Encourage additional insurance companies to reduce premiums for those who obtain boating education.
- C Create a fun, user-friendly, and interactive website that provides information on all the areas mentioned above, along with having links to various other applicable sites.
  - < Utilize public service announcements on radio and television
  - < Find advertising partners
- C Develop "catchy" safety brochures.
- C Implement a weekly boating report through newscast or radio.
- C Develop and utilize billboards and busboards with a "for more information" number and the website address.
- C Print articles in the outdoor section of various newspapers and magazines.



## Boating Facilities

*To provide adequate facilities to meet the needs of boaters and enhance their experiences.*

### ***C Issue: Boating Facility Availability and Condition***

Many of the boating facilities throughout the state are aging and deteriorating. Along with this decline in facility quality, the increase in watercraft use is creating a need for a greater quantity of facilities to meet user needs.

Important components of any development or renovation are ease of maintenance, consistency with established standards, aesthetically pleasing design, and planning to meet future needs.

### **Issue Area: Boating Facilities**

Key Recommendations:

- Inventory and evaluate existing facilities
- Determine facility development and renovation needs
- Develop and implement consistent facility standards
- Implement facility purchase, renovation, maintenance and development as funding allows

### **< Recommendations**

The committee recommended following a process of inventory, need-based prioritization, and implementation based on available funding for upgrading and developing facilities to meet the needs of boaters throughout the state.

- 1. Complete an inventory and evaluation of existing facilities, which address the facilities themselves, their location, the design specifications, facility conditions, and current and future site needs. Any other information deemed relevant should also be included.**
- 2. Determine facility development and renovation needs based on the inventory and evaluation.**
- 3. Develop and implement consistent facility standards for maintenance, renovation, and construction of facilities.**

C List and prioritize the needs on a site-by-site basis and a statewide basis.

C Both existing facilities being renovated and new facilities being constructed should conform to the established standards.

C Ease of maintenance should be an integral component of the standards. All facilities

should require minimal maintenance time and effort to keep them in the desired condition.

- C Another component of the standards should address the need for facility design to be consistent with user needs.
- C The standards should also address the need for the design and development to include anticipation of future needs.
- C The design should be aesthetically pleasing and in harmony with the surrounding area.
- C Maximization of use should be a prime consideration for all facility standards.

**4. Implement facility purchase, renovation, and development as funding allows.**

- C Follow Division of Parks and Recreation and Boating Program policies for facility development, purchase, maintenance, and other expenditures of state boating funds.
- C Gain funding and support through various entities and means. These entities and means are discussed in greater detail in the funding category.

## **Management Alternatives and Boating Capacity Limits**

*To determine appropriate methods for addressing conflicts and impacts and to develop dynamic capacity guidelines for boating areas when needed.*

### ***C Issue: Increasing Use, Conflicts, and Impacts at Boating Areas***

As the number of watercraft owners and users increases throughout the state, the demand for water-based recreation opportunities is increasing. This demand has created concern about the safety of users on the water, impacts to recreation sites, and impacts to the experience of the users. In order to address these issues, a variety of methods need to be considered and evaluated for appropriateness on a site-by-site basis. The selection of a method for implementation should be based on the goals and objectives of the site and the limiting factor, the component that created the undesirable situation. Once one or more appropriate methods have been identified, they should be implemented and monitored for effectiveness.

### **Issue Area: Management Alternatives and Boating Capacity Limits**

Key Recommendations:

- Define the existing situation
- Consider available alternatives for addressing the existing situation
- Determine the appropriate criteria for establishing a capacity limit
- Implement capacity limits after eliminating other alternatives and determining they are the most appropriate method for mitigating existing situations

### **< Recommendations**

The committee recommended following a process of situation and goal definition; research and information gathering; diverse methodological consideration; determination of a numerical capacity (if need is determined); and regular evaluation of the methodology implemented in order to address various existing and future situations at the recreation sites. Some key components for making this process successful are the determination of site specific goals and objectives; determination of the criteria (safety, natural resource impact, land or water-based facilities, social/psychological impact, etc.) used for selecting the appropriate methodology; development of an understanding of the regional impacts; and provision of effective communication with the public on the decision, as well as the rationale for the decision. This process must be followed, including the development of a Resource Management Plan or other



formal study prior to the implementation of boating capacity limits. A subcommittee was established on carrying capacities. The Ad Hoc committee accepted their recommendations in the form of a document included in Appendix A. For a more complete discussion of carrying capacity needs and procedures, see Appendix A.

### ***C General and Cooperative Recommendations and Methodologies***

Some recommendations were made that must be implemented at a statewide level. Others were made that require a joint effort between the Utah State Parks and Recreation Boating Program and the specific site. These recommendations are designed to mitigate current and future issues at many boating sites. As site-specific methodologies are being considered, the impact of these general recommendations should be recognized and take into consideration.

#### **1. Consider diverse alternatives for addressing the existing situation. Address and pursue the following prioritized alternatives on a state level.**

- C Implement mandatory operator licensing with a proctored test.
  - < This recommendation requires legislative approval. It is discussed in the legislative issues section.
- C Develop and print a boating area facility guide to improve user understanding of available facilities, opportunities, and experiences. A description of components is included in the category of public safety and education.

#### **2. Consider diverse alternatives for addressing the existing situation. Address and pursue the following prioritized alternatives as a partnership between the Boating Program and the specific site.**

- C Increase the presence of law enforcement personnel on the water and near the ramps.
  - < This recommendation is discussed in greater detail in the public safety and education section.
- C Continue to increase the availability of boating safety information.
  - < Provide site specific information, including applicable components of waterway management and zoning, along with recommended direction of travel, hazards, and special zoned areas, etc.
  - < Utilize all available methods of media.
  - < Seek partnerships to distribute information and gain additional funding.
- C Determine and implement appropriate waterway management and zoning methods.
  - < Site specific information.

- Recommended direction of travel
- Hazards
- Special zoned areas
- < Provide information regarding regional sites, alternatives, and opportunities.
- < Provide opportunities for user input throughout the decision process.
- C Increase land facility access to the water, when sufficient, usable water surface acreage is available.
  - < Increase the number and accessibility of launch ramps including:
    - Number of lanes
    - Staging areas
    - Wipe down/tie down areas
    - Parking areas
  - < Increase the number of day-use facilities including:
    - Restrooms
    - Day-use areas (specifically beach/shoreline “play” areas)
    - Multiple access points
    - Hardening of high use shoreline areas

### ***C Site-Specific Recommendations and Methodologies***

In order to address concerns at specific sites, several steps should be undertaken. The role and purpose of the park should be determined and used to guide decisions on goals and methodologies for addressing issues. The cooperative steps listed above should be evaluated for appropriateness and implemented when appropriate. The statewide recommendations should be recognized and their immediate and potential impacts acknowledged. When none of the recommendations discussed thus far meets the needs or addresses the concerns of a site, a capacity limit should be considered.

#### **1. Define the role of the site, existing situation, needs and limiting factors.**

- C Define the role of the site and the existing situation through input from site staff and the public, including:
  - < Purpose of the site.
  - < Goals and objectives of the site.

- < Factors contributing to the existing situation, including safety, ecological or natural resource impacts, facility capabilities and capacities, and social/psychological impacts.
- < Current and future site needs.
- C Determine the limiting factor, the criteria that has the greatest need for being addressed.
- C Perform necessary research and gather existing information to increase understanding prior to decision making and to provide rationale for decisions.
  - < Establish baseline data for evaluation and comparison after implementation of any method of addressing the situation.

**2. When none of the alternatives discussed in the general and cooperative recommendation section effectively addresses the situation at a specific site, consider the use of a capacity limit. The recommendation are a process outline that should be followed for determining the appropriateness of a capacity limit as well as the type of limit that will work for the specific site.**

- C Document alternative methods considered and implemented according to the ideas put forth in the previous recommendation.
- C Determine the limiting factor or criteria that is creating the need for a capacity. Evaluate:
  - < Safety
  - < Ecological or natural resource impact
  - < Facility capabilities and capacities
  - < Social/psychological impacts (measurable through satisfaction levels and conflicts)
- C Determine the appropriate limit and type of limit (eg. land based, water based).
  - < Set capacity limits based on acceptable limits of change or impact.
  - < Utilize various capacity methods including:
    - Safety and boating laws and rules
    - Land based (facility limits)
    - Based on surface acreage and type of use
    - Area resistance and resilience for pollution or other resource impacts
- C Understand and address the regional impacts of implementing a capacity limit at a specific site.
  - < Evaluate the impacts to other sites within the region of implementing a limit at a specific site.



- < Coordinate with other local sites and agencies to address the changing needs and impacts that will result from implementing a limit at a specific site.
  - C Understand and address the changing personnel needs and responsibilities that will accompany implementation of a capacity limit.
  - C Prior to the implementation of a boating capacity limit, a Resource Management Plan must be in place (addressing the issue of limits) or another formal study must have been completed.
- 3. If a boating capacity limit is deemed appropriate and feasible to implement, implement the limit, inform the public of the decision and the rationale, and evaluate the effectiveness of the limit regularly. (Implementation of capacity limits will require the addition of a new subsection through legislative approval to UCA 73-18-4(1).)**
- C Implement the established limit with an emphasis on enforcement and communication with the users.
    - < Enforce the limit and utilize contacts with users to provide more information about the decision, the rationale, and other boating options within the region.
    - < Use all available methods of information dispersal to provide the users with information regarding the limit, the rationale, and other boating options within the region.
  - C Evaluate the effectiveness of the capacity limit after one full year of implementation.
    - < Evaluate the limit based on the site purpose, goals and objectives, and established baseline data from the initial research portion of the process.
  - C Reevaluate needs, criteria, and impacts annually. Consider changes in use patterns and numbers, facility development, changing resource needs and information, staffing/personnel numbers and responsibilities, and other applicable factors.

## Agency Cooperation

*To promote greater collaboration and efficiency between agencies involved with boating.*

### ***C Issue: Improved Agency Cooperation is Needed***

While the Division of Parks and Recreation's Boating Program has been established as the boating authority for the state of Utah by the legislature, a need exists to improve interagency cooperation. This cooperation will improve user service and efficiency.

Many specific examples of a need for greater interagency cooperation can be found throughout the other issue categories in this document.

### **Issue Area: Agency Cooperation**

Key Recommendation:

- The Boating Program will take the lead in improving interagency communication, cooperation, and information development and dissemination

### **< Recommendations:**

Recommendations throughout the document suggest a need for coordination to improve information development and dissemination; funding; service to users; and general efficiency (preventing redundant efforts between agencies). This specific recommendation outlines the role that the Boating Program will fulfill in the near future.

#### **1. As the state boating authority, the Utah State Parks and Recreation Boating Program will take the lead in improving interagency communication, cooperation, and uniformity of information and governing laws and rules.**

- C Improve local communication and coordination between agencies.
- C Make boating officer training available statewide and to all agencies.

## Legislative Issues

*To improve relations between the Utah Legislature and the Boating Program and gain support for key boating issues.*

### ***C Issue: Legislative Support is Critical to the Success of the Boating Program***

Boating is an area that would benefit from an increased understanding by legislators of existing situations and needs. As a section within the Division of Parks and Recreation, the unique roles and responsibilities of the Boating Program may be overlooked by legislators. Improving understanding of these roles and responsibilities and gaining legislative support for critical boating issues would allow the Boating Program to better serve the users. Gaining legislative support for establishment of these requirements is essential to many of the recommendations made in this document.

### **Issue Area: Legislative Issues**

Key Recommendations:

- Improving relations between the Boating Program and the Utah Legislature
- Gaining legislative support for key boating issues

### **< Recommendations:**

The committee recommended the improvement of relations with legislators by providing opportunities for the legislators to visit the sites and accompany boating patrols. Increasing Division and constituent participation in the legislative process was also recommended. Several specific legislative needs were outlined by the committee. One area of concern for many individuals is the idea of a registration fee increase. This is not a current priority. However, it will be a necessary step within the time frame for which this plan is established.

### **1. Improve relations with the legislature through increased Division involvement in boating legislation and increased opportunities for legislator visits to boating sites.**

- C Promote Division input in all boating legislation.
- C Invite legislators to participate in site visits and/or to accompany boating patrols.
- C Encourage constituents to contact legislators on boating issues.
- C Emphasize unique roles and responsibilities of the Boating Program in order to obtain additional funding separate from that generally designated for Utah State Parks and

Recreation.



**2. Gain legislative support for key boating issues, including:**

- C Mandating operator licensing with proctored test requirements.
- C Updating the boating litter and pollution law.
- C Mandating registration of boat liveries (rental companies) with the Division.
- C Mandating insurance for all boats, not just personal watercraft.
- C Requiring all liveries to provide education to renters on boating laws and rules, boating safety, and minimum impact techniques.
- C Requiring information decals to be displayed on all personal watercraft.
- C Increasing the registration fee for motorboats and sailboats.
- C Creating authority for the Utah Board of Parks and Recreation to set capacity limits.
- C Developing a funding source for replacement, maintenance, and expansion of boat mooring and storage facilities.

## Use of Personal Watercraft

*To develop and implement strategies for mitigating user conflicts, safety issues, and natural resource impacts related to the use of personal watercraft (PWC).*

### ***C Issue: Increasing Concern about the Use of Personal Watercraft***

Based on boater comments and surveys, the use of personal watercraft appears to be an issue of increasing conflict. To assist with mitigating conflicts, safety issues, and impacts, the committee made the following recommendations.

### **Issue Area: Use of Personal Watercraft**

Key Recommendation:

- Increase education requirements for personal watercraft users
- Increase education opportunities available for personal watercraft users

### **< Recommendations:**

Committee recommendations focused on the need for greater education of personal watercraft users.

#### **1. Increase education requirements for personal watercraft users.**

- C Mandate personal watercraft education for all users, through mandatory operator licensing. Address governing laws and rules, environmental impacts, and boating etiquette.

- < This issue is also addressed in the section on legislative issues.

- C Develop and mandate education for all individuals renting personal watercraft.

- < Mandatory checklist of information to be provided by the renter to the individual renting the personal watercraft and all individuals in the party that will be operating the personal watercraft.

#### **2. Increase educational opportunities available for personal watercraft users.**

- C Develop a volunteer program in which individuals interested in furthering their sport may be trained through the Utah Parks and Recreation Boating Program and act as peer influences on other personal watercraft users.

- < This program is discussed in greater detail in the section on public safety and education.

- C Require personal watercraft law stickers on all personal watercraft.

- < These stickers provide basic personal watercraft laws and rules to increase operator

knowledge.

## Funding

*To gain sufficient funding for meeting the needs of boaters throughout the state through a variety of means.*

### ***C Issue: Funding is Essential to Meeting the Needs of Boaters in the State***

As the number of boats and recreation use days increase throughout the state, additional funding is necessary to meet the needs of the user. Areas that will require additional funding are facility development and improvement, additional site staff and law enforcement personnel, an additional full-time employee in the Salt Lake office for plan implementation, and education and information development and dispersal, among others. One area of concern for many individuals is the idea of a registration fee increase. This is not a current priority. However, it will be a necessary step within the time frame for which this plan is established.

### **Issue Area: Funding**

#### Key Recommendations:

- Seek funding through legislative means
- Maximize funding through non-traditional sources, including matches and grants
- Seek an increase in the current gas tax credit
- Seek an increase in boat registration fees through the legislature.

### **< Recommendations:**

Recommendations by the committee focused on seeking additional funding from both traditional and non-traditional sources.

- 1. Seek an increase, through the Tax Commission, in the current gas tax credit allotted to the boating account per motorboat.**
- 2. Maximize funding through non-traditional sources.**
  - C Seek assistance through private and federal partnerships.
  - C Seek and apply for matches and grants.
  - C Seek any other available sources or increases of funding.
- 3. Seek legislative support and funding through the methods discussed in the section on legislative issues.**
  - C Developing a funding source for replacement, maintenance, and expansion of boat mooring and storage facilities.

C Seek an increase in boat registration fees through the legislature.

## Environmental Impacts

*To address environmental impacts through facility development and education.*

### ***C Issue: Environmental Impacts are Occurring and Need to Be Mitigated***

Any time use exists in an area, impacts will occur. Some impacts from boating are known, while others still need more research. The recommendations of the committee address the known impacts.

### **Issue Area: Environmental Impacts**

Key Recommendations:

- Decrease environmental impacts through facility development
- Increase education and awareness about environmental impacts and protection strategies

### **< Recommendations:**

Committee recommendations include informing users of environmental impacts and protection strategies, along with developing facilities that will decrease impacts.

**1. Decrease environmental impacts through facility development. Increase the availability and number of pump-out stations, floating restrooms, boat ramps, sanitation facilities (trash disposal), and courtesy docks.**

**2. Increase education and awareness about environmental impacts and protection strategies.**

- C Add an environmental education component to boating education, including personal watercraft education.
- C Provide information about minimum impact strategies on signs and kiosks.
- C Provide information on environmental impacts and minimum impact strategies through various methods.
- C Provide information on aquatic nuisance species.

## Economic Impacts

*To increase awareness about the economic impacts of boating at state and local levels.*

### ***C Issue: Economic Impact Information Should be Available to the Public***

Increasing awareness about the economic impacts of boating will assist in the generation of funding for the Boating Program and therefore opportunities for watercraft users. It will also improve relations with many of the communities near boating areas.

### **Issue Area: Economic Impacts**

Key Recommendations:

- Gather and present economic information in a simple, easy-to-read format
- Utilize economic impact information to gain support and funding from appropriate entities

### **< Recommendations:**

The committee recommended increasing the amount of information known about economic impacts and the dissemination of that information to all interested and/or involved people and agencies.

#### **1. Gather and analyze information regarding the economic impact of boating at the state and local level.**

- C Develop a simple, clear way of presenting the economic data to interested individuals and agencies.

#### **2. Utilize the information generated through the first recommendation to:**

- C Gain support and funding for the Utah Parks and Recreation Boating Program from the legislature.
- C Develop additional boating facilities and opportunities.
- C Promote the benefits of having a nearby boating park or area to the local communities and businesses.

## **Appropriate Spending of Boating Funds**

*To determine areas of appropriate spending for state boating funds, in relation to facilities, and provide greater accountability to boaters and the legislature.*

### ***C Issue: A Need Exists for Increased Accountability of Boating Fund Expenditures***

Funds for the Boating Program and for boating in Utah in general come from several sources including Federal Recreational Boating Safety Funds (Wallop-Breaux Trust Fund), Federal Clean Vessel grants (Wallop-Breaux Trust Fund), state motorboat/sailboat registration fees, and state motorboat gas tax. Within the available funds, there are several categories for expenditures including construction and improvement of state-owned facilities, maintenance and operation of state-owned facilities, law enforcement, education, grants, permitting, administration, and general boating costs. This section is designed to deal only with expenditures related to facility development, maintenance, and renovation. Expenditures within other categories are not affected by the direction provided here.

Because a majority of these funds are generated from gas taxes and registration fees paid by boaters, the money should be used to provide or improve facilities for boaters. In order to provide greater accountability to the boaters and the legislature, the committee has determined which areas or items are appropriate for the expenditure of boating funds. These recommendations should apply in most situations. Exceptions to the rule require written documentation and approval of the Boating Program Coordinator based on the justifications and explanations provided in the documentation required for exceptions.

### **Issue Area: Appropriate Spending of Boating Funds**

Key Recommendations:

- Improve accountability of spending through the implementation of the recommendations made by the Restricted Funds Accountability and Budget Team in 1996
- Follow the guidelines generated by the Ad Hoc Committee in 1999 in determining appropriate areas for the expenditure of boating funds
- Any exceptions to the above mentioned guidelines should be approved through the Boating Program Coordinator



### < ***Recommendations:***

The funds discussed in this section are capital boating fund monies. Each boating park already receives boating dollars for operation and maintenance of facilities. Therefore, the committees recommendation was for boating fund dollars to be used on capital improvements and expansion of boating facilities instead of day-to-day expenditures. In order to determine appropriate areas and/or facilities for spending boating funds, the committee members individually filled out a worksheet with various expenditure categories and classified each as appropriate or not appropriate. The individual responses were then tallied and from that information, the following recommendations were made (the team as a whole approved these recommendations):

#### **1. Improve accountability of spending through implementation of the recommendations made by the Restricted Funds Accountability and Budget Team in 1996.**

C Utilize established accounting codes to track boating costs and expenditures by category.

The categories are as follows: (for a complete breakdown of what is included in each category, reference the report from the above mentioned team)

- < Construction and improvement of state-owned facilities
- < Maintenance and operation of state-owned facilities
- < Law enforcement
- < Education
- < Grants
- < Permitting
- < Administration
- < General boating costs

C Determine if current spending and fund allocation are appropriate based on the information generated from monitoring the accounting codes.

C If necessary, make strategic shifts in the percentage of funds allocated to each specified category.

**2. Follow the itemized list generated by the Ad Hoc Committee and summarized below stating what is and is not an appropriate area for the expenditure of state boating funds on a generalized and item-by-item basis.**

C Appropriate expenditures:

- < Facilities or areas used exclusively by boaters are appropriate places for the expenditure of boating funds. For example:
  - Boat ramps
  - Courtesy docks

C Appropriate expenditures: (continued)

- Docks and winter storage facilities for patrol boats
- Breakwater
- Launch ramp signs
- Launch ramp restrooms
- Tow vehicle and boat trailer parking lots
- Boating pump-outs
- Navigational aids
- Marina lighting (for security purposes)
- < Facilities which do not benefit the general boating public, but have some use by a few boaters. (This category is only appropriate when expenditures are made in a match form of 25% boating funds to 75% from some other source).
  - Fish cleaning stations
- < Major maintenance, renovation or replacement of the above mentioned appropriate areas or facilities is appropriate

C Inappropriate expenditures:

- < Areas or facilities used by both boating and non-boating users in which boating users are not given a discounted rate for use are inappropriate places for the expenditure of boating funds. For example:
  - Visitor center at a boating park
  - Campground at a boating park
  - Day-use picnic tables at a boating park
  - Restrooms in the campground of a boating park

< Facilities that only benefit the individuals or groups that pay for that experience and no one else are inappropriate. For example:

- Rental docks
- Rental dock utilities
- Transient rental docks
- Transient rental dock utilities
- Campground accessible only by boat (this is an example of a camper paying a camping fee)

C Maintenance of any of the above mentioned inappropriate facilities or areas is also inappropriate.

C Minor or day-to-day upkeep of specific facilities is inappropriate, including:

- Launch ramp signs
- Launch ramp restrooms
- Navigational aids
- Marina lighting

**3. Exceptions to the appropriate spending guidelines discussed above require written documentation and approval by the Boating Program Coordinator based on the justifications and explanations provided in the documentation mentioned above.**

C These should be situation specific and rare.

This page intentionally left blank.

## Conclusion

This plan is a road map to guide the Utah State Parks and Recreation Boating Program and boating in Utah into the early years of the 21<sup>st</sup> century. The recommendations and strategies developed by the committee outline the steps to be taken in concert with boaters, other interested people or parties, agencies involved with boating, the legislature, and specifically the Boating Program to ensure enjoyable, safe, lawful, and environmentally acceptable boating experiences for boaters throughout the state.

The recommendations contained in this plan conform to the mission statement developed by the committee by providing boaters with an enjoyable, safe, lawful, and environmentally acceptable boating experience through the provision of facilities, education, enforcement, and a coordinated and balanced stewardship. This central theme was considered with the development of each recommendation.

The recommendations of the plan effectively deal with current trends concerning increasing boat ownership, facility needs, enhancement of education efforts, and diverse uses and desired experiences. They also address issues created from increasing boat ownership such as capacities and impacts (environmental and social/psychological). However, due to the magnitude of boating in Utah and the number of agencies involved with boating, collaboration and cooperation are essential to the successful implementation of the plan and achievement of the mission and vision elements. Legislative support will also be a key component in the implementation of the recommendations.

Regular review of this document is also imperative to ensure its viability, relevance, and usefulness. This document has sufficient flexibility to be amended in response to changing boater use patterns, expectations, and needs along with changing resource conditions and knowledge. Such amendments may occur under the auspices of the Boating Program and the Utah Division of Parks and Recreation working in conjunction with boating agencies, organizations, and other interested people and parties in a format similar to the Ad Hoc Committee that was convened to develop this plan. Any such changes will include input from agencies, organizations, and people involved with or interested in boating.

This page intentionally left blank.

## References

- Utah Department of Motor Vehicles. (1984-1998). "Annual Boat Registration Reports". (Salt Lake City: Utah DNR, Division of Parks and Recreation).
- Utah Division of Parks and Recreation. (1996). Frontiers 2000: A System Plan to Guide Utah State Parks and Recreation into the 21<sup>st</sup> Century. (Salt Lake City: Utah DNR, Division of Parks and Recreation), pp. 30-31.
- Utah Division of Parks and Recreation. (1996). "Restricted Funds Accountability and Budget Team Report". (Salt Lake City: Utah DNR, Division of Parks and Recreation).
- Utah Division of Parks and Recreation. (1959-1999). "Boating Advisory Council Meeting Minutes". (Salt Lake City: Utah DNR, Division of Parks and Recreation).
- Utah Division of Parks and Recreation. (1959-1984). "Annual Boat Registration Reports". (Salt Lake City: Utah DNR, Division of Parks and Recreation).
- Utah State University. (2000). Report on Boating Telephone Survey. (Logan, UT: Utah State University).
- Utah State University. (2000). Report on Boating Exit Survey. (Logan, UT: Utah State University).

This page intentionally left blank.



# Appendix A: Subcommittee on Carrying Capacity - Summary and Recommendation Sheet

## **BOATING STRATEGIC PLAN SUBCOMMITTEE ON BOATING CARRYING CAPACITIES**

### **“DELIVERABLES” INFORMATION SUMMARY SHEET**

#### **SUBCOMMITTEE MEMBERS:**

Richard Droesbeke - UDPR, Committee Chair.  
Tom Pettengill - UDWR, Aquatics Section.  
Rick Vallejos - USFS, Ogden Ranger District.  
Ray Hunsaker - S.S. Marine, North Salt Lake.  
John Wagstaff - Wagstaff Marine, Deer Creek Reservoir.  
Floyd Powell- UDPR, Hyrum State Park.  
Dr. Dale Blahna - USU Institute of Outdoor Recreation and Tourism.

The Boating Carrying Capacity Subcommittee held three meetings in July and August. During these three meetings, the subcommittee reviewed various information pertaining to studies, theories, concepts, and trends with regards to carrying capacities. The subcommittee compiled a list of key issues and then formulated recommendations to be presented to the Boating Strategic Plan Committee.

#### **COMMITTEE RECOMMENDATIONS:**

At the third meeting, the members of the subcommittee agreed to make the following recommendations to the Boating Strategic Plan Committee:

1. Sincere attempts should be made to address and pursue the prioritized alternatives before actually establishing boating carrying capacity limits. The prioritized alternatives are listed below.
2. Re-write 73-18-4(1)(c), to create a firm foundation providing for the implementation of boating carrying capacities. The subcommittee provided suggested wording below.
3. Need to get areas currently practicing/enforcing boating capacity limits or restrictions through the appropriate approval process and written into the Boating Act in order to avoid/reduce potential future litigation.
4. Either a resource management plan should be in place or a formal feasibility study be conducted prior to the implementation of a boating capacity limit at any specific water in the state.
5. Since the Boating Act addresses waters within the state, and because the access to many of Utah's waters are limited due to the surrounding land resources, a land resource carrying capacity statute or rule should be addressed outside of the boating laws and rules.

## **SUGGESTED WORDING FOR CARRYING CAPACITY AUTHORITY AND COMPONENTS:**

The members formed a list of “key elements” that should be included in a carrying capacity statute and/or rule:

- Safety of persons.
- Health of persons.
- Water quality.
- Environmental issues.
  - Wildlife.
- Resource management issues.
  - Water.
  - Land.
- Recreational value/customer satisfaction.
- Biological and social concerns.

### **The subcommittee provided suggested wording for a new subsection to be added by the Utah Legislature to UCA 73-18-4(1):**

The board may promulgate rules prohibiting or limiting the use of vessels or motors for reasons of safety, health, environmental issues, social/recreational issues, or facility capacities. Implementation of limits or prohibitions must be preceded by:

- (i) Completion of resource management plans, feasibility studies, or other formal analysis and planning processes that include an assessment of safety, health, environmental issues, social/recreational issues, and facility capacities, and
- (ii) Include an analysis of regional impacts, and
- (iii) Incorporate cooperative efforts with affected agencies to provide some mitigation with regard to regional impacts.

## **PRIORITIZED ALTERNATIVES:**

The subcommittee prioritized alternatives which should be pursued prior to the implementation of carrying capacity limits:

- 1. Vessel Operator Education.**
  - Require mandatory vessel operator licensing/education.
  - Address provisions for boat liveries/rental companies.
  - Boating etiquette, practices and common courtesies.
  - Multiple uses/user conflicts.
- 2. Increase Law Enforcement Presence.**
  - Increase number of law enforcement personnel.
  - Provide adequate/increased levels of funding.
    - Staffing.
    - Equipment.
  - Increase undercover operations.
  - Promote interagency participation and cooperation.
  - Maintain “Friendly Ranger” not “Cop” attitude among officers.
- 3. Develop and Print a Boating Area Facility Guide.**
  - Statewide coverage.
    - Interagency participation.
  - Facility inventory/amenities.
  - Ability to focus geographic/local region.
  - Oriented to type of expected experience/available activities.

**4. Increase Availability of Boating Safety Information.**

Site/facility specific.

Waterway management/zoning.

Recommended direction of travel.

Hazards.

Special zoned areas.

Kiosks/signs.

Standardization of information.

Critical topics.

Location.

Regional map.

Regional alternatives.

Verbal and personal contact versus signs/images/symbols.

Attractive.

Easy to read/understand.

Partnering with marine dealers and boat liveries.

Proactive image of assisting rather than enforcing.

Using available technologies.

Audio.

Boating hotline.

Similar to OHV winter snowmobile trail system.

Radio.

Advertisements.

PSAs.

Visual.

Website.

Billboards.

Television vignettes.

Interagency participation/cooperation.

DWR proclamations.

Delivery methods.

Partnerships for funding.

Outside of state and federal funds.

**5. More Effective Waterway Management/Zoning.**

Site/facility specific.

Based upon primary use/purpose of area.

Within resource management objectives.

Integration with other sites/facilities in local/geographic region.

Allows for user input.

**6. Increase Land Facility Access to Water.**

Launch ramps.

Number of lanes.

Staging areas.

Wipe down and tie down areas.

Parking areas.

Restrooms.

Fish cleaning stations.

Day use areas.

Beach/shoreline "play" areas.

Multiple access points.

Shoreline use.

"Hardening"/high use areas.

This page intentionally left blank.